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SUBSTITUTE HOUSE BILL 2041

State of Washington 60th Legislature 2007 Regular Session

By House Committee on Transportation (originally sponsored by Representatives Jarrett, Simpson, Curtis, Clibborn, Campbell, Armstrong, Ormsby, Schindler, Wallace, P. Sullivan, Ericksen and Linville)

READ FIRST TIME 3/5/07.

- 1 AN ACT Relating to clarifying goals, objectives, and 2 responsibilities of certain transportation agencies; amending RCW
- 3 47.01.012, 47.01.071, 47.01.075, 47.05.030, 47.05.035, 47.06.020,
- 4 47.06.030, 47.06.050, and 47.06.140; adding new sections to chapter
- 5 47.01 RCW; creating a new section; and repealing RCW 47.01.370 and
- 6 47.05.051.
- 7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 8 NEW SECTION. Sec. 1. The legislature finds and declares that the
- 9 citizens of the state expect clear and concise goals, objectives, and
- 10 responsibilities regarding the operation of the statewide
- 11 transportation system. Furthermore, the state's citizens expect that
- 12 the state periodically receive clear and streamlined information that
- 13 measures whether the goals and objectives are being satisfied.
- 14 Therefore, it is the intent of the legislature that this act serve to
- 15 clarify existing goals, objectives, and responsibilities related to the
- 16 operation of an efficient statewide transportation system.
- 17 Sec. 2. RCW 47.01.012 and 2002 c 5 s 101 are each amended to read
- 18 as follows:

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(1) It is the intent of the legislature to establish policy goals for the planning, operation, performance of, and investment in, the state's transportation system. The policy goals ((shall consist of, but not be limited to, the following)) established under this section are deemed consistent with the benchmark categories((¬)) adopted by the state's blue ribbon commission on transportation on November 30, 2000. ((In addition to improving safety¬)) Public investments in transportation shall support achievement of these ((and other priority)) policy goals:

((No interstate highways, state routes, and local arterials shall be in poor condition; no bridges shall be structurally deficient, and safety retrofits shall be performed on those state bridges at the highest seismic risk levels; traffic congestion on urban state highways shall be significantly reduced and be no worse than the national mean; delay per driver shall be significantly reduced and no worse than the national mean; per capita vehicle miles traveled shall be maintained at 2000 levels; the nonauto share of commuter trips shall be increased in urban areas; administrative costs as a percentage of transportation spending shall achieve the most efficient quartile nationally; and the state's public transit agencies shall achieve the median cost per vehicle revenue hour of peer transit agencies, adjusting for the regional cost of living.))

- (a) Preservation: To maintain, preserve, and extend the life and utility of prior investments in transportation systems and services;
- (b) Safety: To provide for and improve the safety and security of transportation customers and the transportation system;
- (c) Mobility: To improve the predictable movement of goods and people throughout Washington state;
- (d) Environment: To enhance Washington's quality of life through transportation investments that promote energy conservation, enhance healthy communities, and protect the environment; and
- (e) Stewardship: To continuously improve the quality, effectiveness, and efficiency of the transportation system.
- (2) The powers, duties, and functions of statewide transportation agencies must be performed in a manner consistent with the policy goals set forth in subsection (1) of this section.
- 37 (3) These policy goals ((shall)) are intended to be the basis for

((establishment of)) establishing detailed and measurable objectives and related performance ((benchmarks)) measures.

(4) It is the intent of the legislature that the ((transportation 3 commission)) office of financial management establish objectives and 4 performance measures for the department and other state agencies with 5 transportation related responsibilities to ensure transportation system 6 7 performance at local, regional, and state government levels((, and the transportation commission should work with appropriate government 8 entities to accomplish this)) attains the policy goals set forth in 9 subsection (1) of this section. The office of financial management 10 shall submit initial objectives and performance measures to the 11 legislature for its review, and to the commission, during the 2008 12 13 <u>legislative session</u>. The office of financial management shall submit 14 objectives and quantitative performance measures to the legislature for its review, and to the commission for the purpose of providing input 15 into the statewide transportation plan, during each regular session of 16 17 the legislature during an even-numbered year thereafter.

18 **Sec. 3.** RCW 47.01.071 and 2006 c 334 s 3 are each amended to read 19 as follows:

The transportation commission shall have the following functions, powers, and duties:

(1) To propose policies to be adopted by the governor and the legislature designed to assure the development and maintenance of a comprehensive and balanced statewide transportation system which will meet the needs of the people of this state for safe and efficient transportation services. Wherever appropriate, the policies shall provide for the use of integrated, intermodal transportation systems ((to implement the social, economic, and environmental policies, goals, and objectives of the people of the state, and especially to conserve nonrenewable natural resources including land and energy)). The policies must be aligned with the goals established in RCW 47.01.012. To this end the commission shall:

(a) ((Develop)) <u>Propose</u> transportation policies which are based on the policies, goals, and objectives expressed and inherent in existing

35 state laws;

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(b) Inventory the adopted policies, goals, and objectives of the local and area-wide governmental bodies of the state and define the

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role of the state, regional, and local governments in determining transportation policies, in transportation planning, and in implementing the state transportation plan;

(c) ((Propose a transportation policy for the state;

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- (d))) Establish a procedure for review and revision of the state transportation policy and for submission of proposed changes to the governor and the legislature;
- $((\frac{e}{To}))$ <u>(d)</u> Integrate the statewide transportation plan with the needs of the elderly and $(\frac{handicapped}{persons})$ persons with disabilities, and $(\frac{to}{to})$ coordinate federal and state programs directed at assisting local governments to answer such needs;
- (2) To provide for the effective coordination of state transportation planning with national transportation policy, state and local land use policies, and local and regional transportation plans and programs;
- (3) In conjunction with the provisions under RCW 47.01.075, to provide for public involvement in transportation designed to elicit the public's views both with respect to adequate transportation services and appropriate means of minimizing adverse social, economic, environmental, and energy impact of transportation programs;
- a comprehensive and balanced statewide (4)To prepare transportation plan ((which shall be)) consistent with the state's growth management goals and based on the transportation policy ((adopted by the governor and the legislature,)) goals provided under RCW 47.01.012 and applicable state and federal laws. The plan must: Reflect the priorities of government developed by the office of financial management and address regional needs, including multimodal transportation planning; establish a vision and goals for the development of the statewide transportation system consistent with the state's growth management goals; and identify significant statewide transportation policy issues. The plan shall be reviewed and revised, and submitted to the governor and the house of representatives and senate standing committees on transportation, prior to each regular session of the legislature during an ((even-numbered)) odd-numbered year thereafter, but no more frequently than every four years. The plan shall be subject to the approval of the legislature in the biennial transportation budget act.

The plan shall take into account federal law and regulations relating to the planning, construction, and operation of transportation facilities;

- (5) To propose to the governor and the legislature prior to the convening of each regular session held in an odd-numbered year a recommended budget for the operations of the commission as required by RCW 47.01.061;
- (6) To adopt such rules as may be necessary to carry out reasonably and properly those functions expressly vested in the commission by statute;
- (7) To contract with the office of financial management or other appropriate state agencies for administrative support, accounting services, computer services, and other support services necessary to carry out its other statutory duties;
- (8) To conduct transportation-related studies and policy analysis to the extent directed by the legislature or governor in the biennial transportation budget act, or as otherwise provided in law, and subject to the availability of amounts appropriated for this specific purpose; and
- 20 (9) To exercise such other specific powers and duties as may be 21 vested in the transportation commission by this or any other provision 22 of law.
- **Sec. 4.** RCW 47.01.075 and 2006 c 334 s 4 are each amended to read 24 as follows:
 - (1) The transportation commission shall provide a public forum for the development of transportation policy in Washington state to include coordination with regional transportation planning organizations, transportation stakeholders, counties, cities, and citizens. ((It may recommend to the secretary of transportation, the governor, and the legislature means for obtaining appropriate citizen and professional involvement in all transportation policy formulation and other matters related to the powers and duties of the department. It may further hold hearings and explore ways to improve the mobility of the citizenry.)) At least every five years, the commission shall convene regional forums to gather citizen input on transportation issues. The commission shall consider the input gathered at the forums as it establishes the statewide transportation plan under RCW 47.01.071(4).

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- (2) ((Every two years, in coordination with the development of the state biennial budget, the commission shall prepare the statewide multimodal transportation progress report and propose to the office of financial management transportation priorities for the ensuing biennium. The report must:
 - (a) Consider the citizen input gathered at the forums;
- (b) Be developed with the assistance of state transportation-related agencies and organizations;
- (c) Be developed with the input from state, local, and regional jurisdictions, transportation service providers, key transportation stakeholders, and the office of financial management;
- (d) Be considered by the secretary of transportation and other state transportation related agencies in preparing proposed agency budgets and executive request legislation;
- (e) Be submitted by the commission to the governor and the legislature by October 1st of each even numbered year for consideration by the governor.
 - (3)) In fulfilling its responsibilities under this section, the commission may create ad hoc committees or other such committees of limited duration as necessary.
 - ((4))) (3) In order to promote a better transportation system, the commission ((shall)) may offer policy guidance and make recommendations to the governor and the legislature in key issue areas, including but not limited to:
 - (a) Transportation finance;

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- 26 (b) Preserving, maintaining, and operating the statewide 27 transportation system;
 - (c) Transportation infrastructure needs;
- 29 (d) Promoting best practices for adoption and use by 30 transportation-related agencies and programs;
- 31 (e) Transportation efficiencies that will improve service delivery 32 and/or coordination;
- 33 (f) Improved planning and coordination among transportation 34 agencies and providers; and
- (g) Use of intelligent transportation systems and other technologybased solutions((; and
- 37 (h) Reporting of performance against goals, targets, and benchmarks)).

NEW SECTION. **Sec. 5.** A new section is added to chapter 47.01 RCW to read as follows:

By December 1, 2007, the office of financial management shall 3 submit a baseline report on the attainment of policy goals under RCW 4 5 47.01.012 in the 2005-2007 fiscal biennium. By October 1, 2008, beginning with the development of the 2009-2011 biennial transportation 6 7 budget, and by October 1st each year thereafter, the office of financial management shall submit to the legislature and the governor 8 an annual report on progress made towards attainment by state 9 10 transportation agencies of the state transportation policy goals and objectives prescribed by statute, appropriation, 11 and directive. The report must, at a minimum, include the degree to which 12 13 state transportation projects and programs progress towards attainment 14 of the policy goals set forth in RCW 47.01.012, as measured by the objectives and performance measures established under RCW 47.01.012. 15

NEW SECTION. Sec. 6. A new section is added to chapter 47.01 RCW to read as follows:

To support achievement of the policy goals described in RCW 47.01.012, the department shall:

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- (1) Maintain an inventory of the condition of structures and corridors, and maintain a list of those structures and corridors in most urgent need of retrofit or rehabilitation;
- 23 (2) Develop long-term financing plans that sustainably support 24 ongoing maintenance and preservation of the transportation 25 infrastructure;
 - (3) Balance system safety and convenience through all phases of a project to accommodate all users of the transportation system, including vehicles, freight, pedestrians, bicyclists, and transit users, to safely, reliably, and efficiently provide mobility to people and goods;
- 31 (4) For each project requiring a state or national environmental 32 impact statement, assess:
 - (a) The project's life-cycle carbon emissions; and
- 34 (b) Alternative approaches for reducing carbon emissions, including 35 low-carbon fuels, reduction in vehicle miles traveled, investments in 36 public transportation, techniques in demand management, and other 37 efficiency tools;

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1 (5) Utilize efficiency tools, including high-occupancy vehicle and 2 high-occupancy toll lanes, corridor-specific and systemwide pricing 3 strategies, active traffic management, commute trip reduction, and 4 other demand management tools;

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- (6) Promote integrated multimodal planning, incorporating a variety of modal approaches; and
- (7) Select engineers and architects to design environmentally sustainable, context-sensitive transportation systems that are integrated into the communities they serve.
- 10 **Sec. 7.** RCW 47.05.030 and 2006 c 334 s 45 are each amended to read 11 as follows:
- ((transportation commission)) office of financial 12 (1) The shall 13 ((develop)) propose management a comprehensive ten-year investment program ((specifying program objectives and performance 14 measures)) for the preservation and improvement programs defined in 15 16 this section, consistent with the policy goals described under RCW 17 The ((adopted)) proposed ten-year investment program must 47.01.012. be forwarded as a recommendation ((to)) by the ((governor and)) office 18 of financial management to the legislature, and ((is subject to the 19 20 approval of the legislature in the biennial transportation budget act. 21 In the specification of investment program objectives and performance measures, the transportation commission, in consultation with the 22 23 Washington state department of transportation, shall define and adopt 24 standards for effective programming and prioritization practices 25 including a needs analysis process. The analysis process must ensure 26 the identification of problems and deficiencies, the evaluation of alternative solutions and trade-offs, and estimations of the costs and 27 benefits of prospective projects. The investment program)) must be 28 29 based upon the needs identified in the ((state-owned highway component 30 of the)) statewide ((comprehensive)) transportation plan established under RCW 47.01.071(4). The proposed investment program must also 31 32 include:
- 33 (a) Identification of projects for two years and an investment plan
 34 for the remaining eight years;
- 35 <u>(b) An analysis of how the investment plan relates to the statewide</u>
 36 <u>transportation plan;</u>

- (c) A cross-reference table for the information contained in the annual attainment report submitted by the transportation commission under section 5 of this act; and
- (d) A statement of how the proposed ten-year investment program will affect the performance measures and objectives proposed by the governor under RCW 47.01.012 and included in the annual attainment report submitted by the transportation commission under section 5 of this act.
- ((\(\frac{1}{1}\))) (2) The preservation program consists of those investments necessary to preserve the existing state highway system and to restore existing safety features, giving consideration to lowest life cycle costing. ((The preservation program must require use of the most costeffective pavement surfaces, considering:
- (a) Life-cycle cost analysis;
- 15 (b) Traffic volume;

- 16 (c) Subgrade soil conditions;
- 17 (d) Environmental and weather conditions;
- 18 (e) Materials available; and
- 19 (f) Construction factors.
- 20 The comprehensive ten-year investment program for preservation must 21 identify projects for two years and an investment plan for the 22 remaining eight years.
 - (2))) (3) The improvement program consists of investments needed to address identified deficiencies on the state highway system to ((increase mobility, address congestion, and improve safety, support for the economy, and protection of the environment. The ten year investment program for improvements must identify projects for two years and major deficiencies proposed to be addressed in the ten year period giving consideration to relative benefits and life cycle costing. The transportation commission shall give higher priority for correcting identified deficiencies on those facilities classified as facilities of statewide significance as defined in RCW 47.06.140. Project prioritization must be based primarily upon cost benefit analysis, where appropriate)) meet the goals established in RCW 47.01.012.
- **Sec. 8.** RCW 47.05.035 and 2006 c 334 s 46 are each amended to read 37 as follows:

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(1) The department shall use the transportation demand modeling tools developed under subsection (2) of this section to evaluate investments based on the best mode or improvement, or mix of modes and improvements, to meet current and future long-term demand within a corridor or system for the lowest cost. The end result of these demand modeling tools is to provide a cost-benefit analysis by which the department can determine the relative mobility improvement and congestion relief each mode or improvement under consideration will provide and the relative investment each mode or improvement under consideration will need to achieve that relief.

- (2) The department will participate in the refinement, enhancement, and application of existing transportation demand modeling tools to be used to evaluate investments. This participation and use of transportation demand modeling tools will be phased in.
- (((3) In developing program objectives and performance measures, the department shall evaluate investment trade offs between the preservation and improvement programs. In making these investment trade-offs, the department shall evaluate, using cost-benefit techniques, roadway and bridge maintenance activities as compared to roadway and bridge preservation program activities and adjust those programs accordingly.
- (4) The department shall allocate the estimated revenue between preservation and improvement programs giving primary consideration to the following factors:
- (a) The relative needs in each of the programs and the system performance levels that can be achieved by meeting these needs;
- (b) The need to provide adequate funding for preservation to protect the state's investment in its existing highway system;
- 29 (c) The continuity of future transportation development with those 30 improvements previously programmed; and
- 31 (d) The availability of dedicated funds for a specific type of 32 work.
- 33 (5) The department shall consider the findings in this section in the development of the ten-year investment program.))
- **Sec. 9.** RCW 47.06.020 and 1993 c 446 s 2 are each amended to read as follows:
- The specific role of the department in transportation planning

((shall)) must be, consistent with the policy goals described under RCW 1 2 (1) Ongoing coordination and development of statewide 3 transportation policies that guide all Washington transportation (2) ongoing development of a statewide multimodal 4 providers; transportation plan that includes both state-owned and state-interest 5 facilities and services; (3) coordinating the state high-capacity 6 7 transportation planning and regional transportation planning programs; ((and)) (4) conducting special transportation planning studies that 8 impact state transportation facilities or relate to transportation 9 10 facilities and services of statewide significance; and (5) assisting the transportation commission in the development of the statewide 11 transportation plan required under RCW 47.01.071(4). 12 13 requirements for each of these state transportation planning components 14 are described in this chapter.

15 **Sec. 10.** RCW 47.06.030 and 1997 c 369 s 8 are each amended to read 16 as follows:

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The commission shall develop a state transportation policy plan that (((1) establishes a vision and goals for the development of the statewide transportation system consistent with the state's growth management goals, (2) identifies significant statewide transportation policy issues, and (3) recommends statewide transportation policies and strategies to the legislature to fulfill the requirements of RCW 47.01.071(1). The state transportation policy plan shall be)) is the product of an ongoing process that involves representatives of significant transportation interests and the general public from across the state. ((The plan shall address how the department of transportation will meet the transportation needs and expedite the completion of industrial projects of statewide significance.)) The policy plan must be a reflection of the state of that process at a point in time.

- 31 **Sec. 11.** RCW 47.06.050 and 2002 c 5 s 413 are each amended to read 32 as follows:
- 33 The state-owned facilities component of the statewide <u>multimodal</u> 34 transportation plan shall consist of:
- 35 (1) The state highway system plan, which identifies program and 36 financing needs and recommends specific and financially realistic

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improvements to preserve the structural integrity of the state highway system, ensure acceptable operating conditions, and provide for enhanced access to scenic, recreational, and cultural resources. The state highway system plan shall contain the following elements:

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- (a) A system preservation element, which shall establish structural preservation objectives for the state highway system including bridges, identify current and future structural deficiencies based upon analysis of current conditions and projected future deterioration, and recommend program funding levels and specific actions necessary to preserve the structural integrity of the state highway system consistent with adopted objectives. Lowest life cycle cost methodologies must be used in developing a pavement management system. This element shall serve as the basis for the preservation component of the six-year highway program and the two-year biennial budget request to the legislature;
- (b) A highway maintenance element, establishing service levels for highway maintenance on state-owned highways ((that meet benchmarks established by the transportation commission)). The highway maintenance element must include an estimate of costs for achieving those service levels over twenty years. This element will serve as the basis for the maintenance component of the six-year highway program and the two-year biennial budget request to the legislature;
- (c) A capacity and operational improvement element, which shall establish operational objectives, including safety considerations, for moving people and goods on the state highway system, identify current and future capacity, operational, and safety deficiencies, and recommend program funding levels and specific improvements and strategies necessary to achieve the operational objectives. In developing capacity and operational improvement plans the department shall first assess strategies to enhance the operational efficiency of the existing system before recommending system expansion. Strategies to enhance the operational efficiencies include but are not limited to access management, transportation system management, demand management, and high-occupancy vehicle facilities. The capacity and operational improvement element must conform to the state implementation plan for air quality and be consistent with regional transportation plans adopted under chapter 47.80 RCW, and shall serve as the basis for the capacity and operational improvement portions of the six-year highway program and the two-year biennial budget request to the legislature;

(d) A scenic and recreational highways element, which shall identify and recommend designation of scenic and recreational highways, provide for enhanced access to scenic, recreational, and cultural resources associated with designated routes, and recommend a variety of management strategies to protect, preserve, and enhance these resources. The department, affected counties, cities, and towns, regional transportation planning organizations, and other state or federal agencies shall jointly develop this element;

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- (e) A paths and trails element, which shall identify the needs of nonmotorized transportation modes on the state transportation systems and provide the basis for the investment of state transportation funds in paths and trails, including funding provided under chapter 47.30 RCW.
- 14 (2) The state ferry system plan, which shall guide capital and operating investments in the state ferry system. 15 The plan shall establish service objectives for state ferry routes, forecast travel 16 17 demand for the various markets served in the system, develop strategies for ferry system investment that consider regional and statewide 18 vehicle and passenger needs, support local land use plans, and assure 19 that ferry services are fully integrated with other transportation 20 21 The plan must provide for maintenance of capital assets. services. 22 The plan must also provide for preservation of capital assets based on lowest life cycle cost methodologies. The plan shall assess the role 23 24 of private ferries operating under the authority of the utilities and 25 transportation commission and shall coordinate ferry system capital and operational plans with these private operations. The ferry system plan 26 27 must be consistent with the regional transportation plans for areas served by the state ferry system, and shall be developed in conjunction 28 with the ferry advisory committees. 29

30 **Sec. 12.** RCW 47.06.140 and 1998 c 171 s 7 are each amended to read 31 as follows:

The legislature declares the following transportation facilities and services to be of statewide significance: The interstate highway system, interregional state principal arterials including ferry connections that serve statewide travel, intercity passenger rail services, intercity high-speed ground transportation, major passenger intermodal terminals excluding all airport facilities and services, the

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freight railroad system, the Columbia/Snake navigable river system, 1 2 marine port facilities and services that are related solely to marine activities affecting international and interstate trade, and high-3 capacity transportation systems serving regions as defined in RCW 4 The department, in cooperation with regional 5 81.104.015. transportation planning organizations, counties, cities, transit 6 7 agencies, public ports, private railroad operators, and private transportation providers, as appropriate, shall plan for improvements 8 to transportation facilities and services of statewide significance in 9 10 the statewide multimodal transportation plan. Improvements to facilities and services of statewide significance identified in the 11 12 statewide multimodal transportation plan, or to highways of statewide 13 significance designated by the legislature under chapter 47.05 RCW, are essential state public facilities under RCW 36.70A.200. 14

The department of transportation, in consultation with local governments, shall set level of service standards for state highways and state ferry routes of statewide significance. Although the department shall consult with local governments when setting level of service standards, the department retains authority to make final decisions regarding level of service standards for state highways and state ferry routes of statewide significance. In establishing level of service standards for state highways and state ferry routes of statewide significance, the department shall consider the necessary balance between providing for the free interjurisdictional movement of people and goods and the needs of local communities using these facilities.

NEW SECTION. Sec. 13. The following acts or parts of acts are each repealed:

- (1) RCW 47.01.370 (Review of performance and outcome measures of transportation-related agencies--Definition) and 2006 c 334 s 44; and
- (2) RCW 47.05.051 (Ten-year comprehensive investment program--Priority selection criteria--Improvement program criteria) and 2006 c 334 s 47, 2005 c 319 s 11, 2002 c 189 s 3, 2002 c 5 s 406, 1998 c 175 s 12, 1993 c 490 s 5, 1987 c 179 s 5, 1979 ex.s. c 122 s 5, & 1975 1st ex.s. c 143 s 4.

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